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BRIEF FOR: CIA Career Council

SUBJECT : Review of Single Grade Promotion Policy

1. At its meeting on 30 April 1959 the Career Council discussed the use of grades GS-6, 8 and 10 as additional steps in the promotion ladder in the career management system of the various Career Services. It was agreed that these grades should be used Agency-wide on an experimental basis with the understanding that jobs in these areas would not be reclassified, but that promotions from GS-5, 7 and 9 would proceed by single step progression to grades GS-7, 9 and 11.

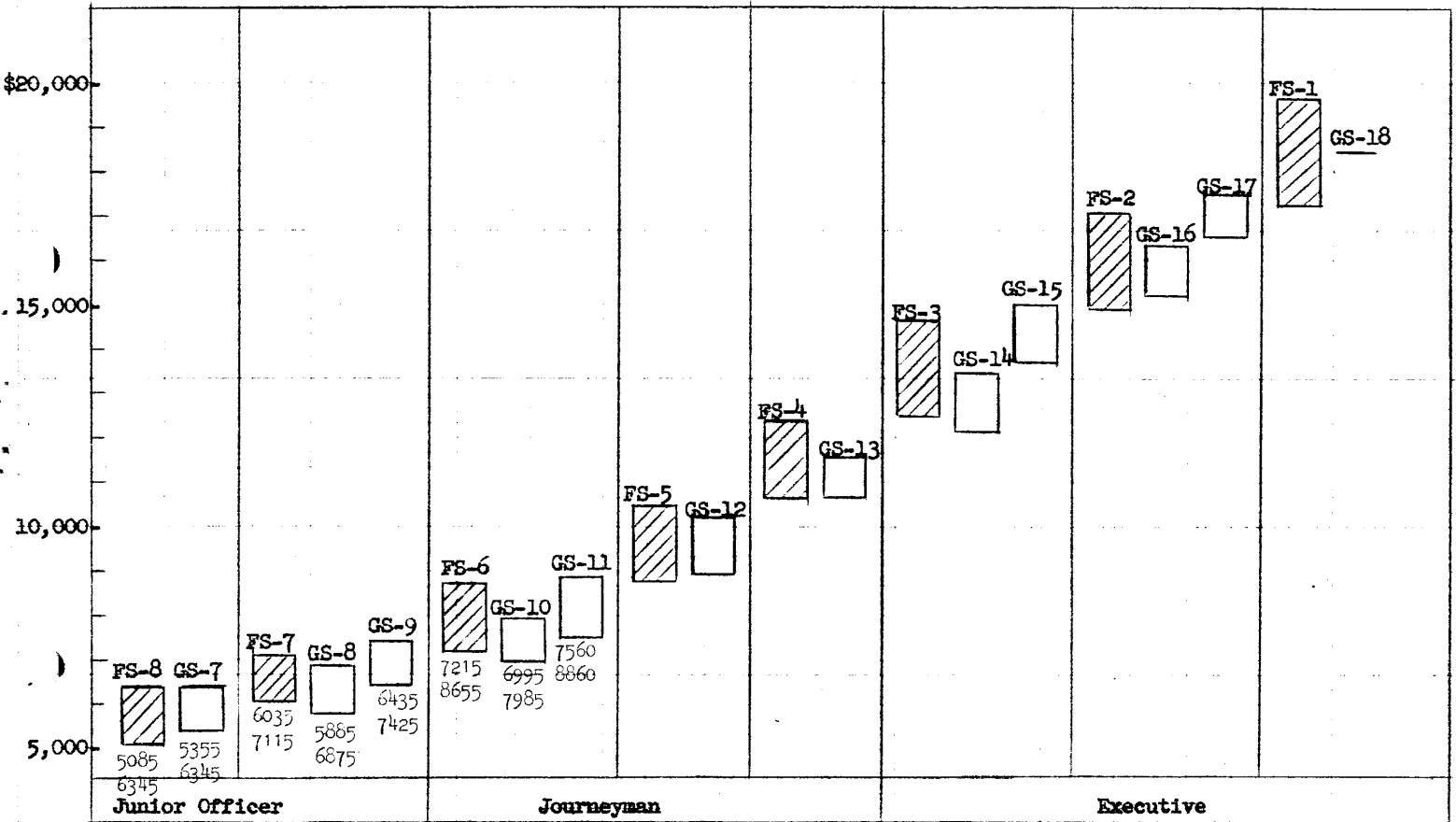
2. In order to implement the decision of the Council, Agency Notice [REDACTED] was published on 15 May 1959. This notice provided that promotion actions for all staff personnel will be limited to one-grade advancements, exceptions to be made by the Director of Personnel in response to requests from Heads of Career Services. This notice expired 1 June 1960.

3. The attachments contain a review of the one-grade policy by presenting comments on the "pro" and "con" arguments resulting from the Career Council discussion of 30 April 1959. Before and after statistics on time-in-grade and compensation received under the two policies are also presented on the basis of a random sampling of the Career Services of the three major components.

4. The Office of Personnel recommends the "Alternate Course of Action", Number 4, as listed in the attachment, be adopted as Agency promotion policy; namely, single grade progression to GS-9, promotion from GS-9 to GS-11, followed by single grade advancement thereafter. The reasons advanced for this progression are listed in the attachment. If alternate Number 4 is adopted as policy, it would be necessary, concurrent with the adoption, to review all promotions to GS-10 effected subsequent to 15 May 1959 and to effect an additional promotion on an accelerated and scheduled basis to GS-11 prior to any promotions of employees who are presently GS-9 directly to GS-11. Failure to do so would surely generate morale problems based on charges of discrimination arising from vacillation in administrative policy.

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COMPARISON OF FSO AND GS PAY SCHEDULES



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REVIEW OF SINGLE GRADE PROMOTION POLICY (GS-5/11)
POINTS TAKEN FROM CAREER COUNCIL DISCUSSIONS

- 1 NOV 1959

ARGUMENTS

"PRO"
THE UNDERLYING OBJECTIVE OF THE ONE-GRADE PROMOTION POLICY WAS TO INCREASE THE NUMBER OF PROMOTIONS THAT COULD BE MADE IN GRADES 5 THROUGH 11. THIS TAKES INTO ACCOUNT AND PARTLY COMPENSATES FOR AN INCREASING LOSS OF PROMOTIONAL OPPORTUNITY DUE TO THE FACT THAT THE AGENCY IS NO LONGER EXPANDING AND HAS A LOW ATTRITION RATE. IT WAS BELIEVED THAT THE USE OF GRADES 6, 8, AND 10 WOULD PERMIT MORE PEOPLE TO BE PROMOTED WITH SHORTER TIME IN GRADE THAN WOULD OTHERWISE BE THE CASE DURING A PERIOD OF STABILITY AND MATURITY.

COMMENTS

A. AN INCREASED NUMBER OF PROMOTIONS HAS BEEN MADE AVAILABLE BY THE POLICY. HOWEVER, THE NUMBER OF INDIVIDUALS WHO CAN RECEIVE PROMOTIONS HAS NOT BEEN INCREASED, ONLY ADDITIONAL STEPS ADDED TO THE PROMOTION LADDER OF THE SAME NUMBER OF PEOPLE.

B. PROMOTION PRACTICE UNDER THE POLICY THUS FAR WOULD INDICATE THAT THE AVERAGE TIME REQUIRED TO MOVE FROM GS-7 TO GS-11 HAS INCREASED CONSIDERABLY. (SEE CHART BELOW)

CAREER SERVICES OF	AVERAGE MONTHS IN GRADE ⁽¹⁾			
	(2) PROMOTIONS FROM GS-7 TO 9	(3) PROMOTIONS FROM GS-7 TO 8	(2) PROMOTIONS FROM GS-9 TO 11	(3) PROMOTIONS FROM GS-9 TO 10
DD/S	19.0	20.2	23.0	25.0
DD/P	26.9	24.4	29.6	27.2
DD/I	13.1	17.4	19.8	21.0

(1) A RANDOM SAMPLING OF FROM 10% TO 25% WAS USED IN EACH OF THE ANALYSIS PRESENTED ABOVE AND IN THE ATTACHMENTS. (2) MAY 1958-MAY 1959
NON-PROFESSIONALS AND CASES OF EXTREME TIME IN GRADE WERE EXCLUDED. (3) MAY 1959-MAY 1960
COMPENSATION FIGURES HAVE NOT BEEN ADJUSTED FOR THE 7 1/2% PAY INCREASE OF JULY 1960.

C. THIS POLICY PERMITS THE CHIEF, JOTP, MORE LATITUDE BY PROVIDING AT LEAST TWO PROMOTIONAL OPPORTUNITIES DURING THE USUAL TRAINING PERIOD. A PROMOTION CAN NOW BE GIVEN AT THE END OF THE CLASSROOM TRAINING (USUALLY 9 MONTHS). THE AVERAGE DURING FY-1960 FROM GS-7 TO GS-8 WAS 9.1 MONTHS; AND FROM GS-9 TO GS-10 WAS 8.1. THE ONE-GRADE POLICY HAS NOT BEEN IN EFFECT LONG ENOUGH TO HAVE RELIABLE STATISTICS ON THE AVERAGE NUMBER OF MONTHS FOR PROMOTION FROM GS-8 TO GS-9. THE POLICY WOULD APPEAR TO LENGTHEN THE TIME REQUIRED FOR MOVEMENT OF JOT'S FROM GS-7 TO 9 FROM A PREVIOUS AVERAGE OF 14 MONTHS TO AN AVERAGE OF APPROXIMATELY 18 MONTHS.

D. THIS POLICY SHOULD SERVE TO HOLD DOWN THE AVERAGE GRADE SINCE IT APPEARS IT HAS LENGTHENED THE TIME BETWEEN PROMOTIONS FROM GS-7 TO GS-9 AND GS-9 TO GS-11.

E. PROVIDES OPPORTUNITY FOR MORE FREQUENT PROMOTIONS TO PROMPTLY RECOGNIZE MERIT AND GOOD PERFORMANCE.

"CON"
1. IN OUR ORDERLY COMPETITIVE SYSTEM OF SELECTION FOR PROMOTION, THERE WILL NECESSARILY BE A GREAT INCREASE IN PAPER WORK AND MANAGERIAL ATTENTION. AT THE SAME TIME, THERE WILL BE A TENDENCY TO BE LESS DISCRIMINATING AND THOUGHTFUL IN CARRYING OUT THE PROMOTION FUNCTION.

1. NO EVIDENCE OF THIS INDICATED FROM COMPARATIVE AVERAGE TIME IN GRADE CHARTED ABOVE, OR FROM COMPARATIVE NUMBERS OF PROMOTIONS IN GRADES INVOLVED CHARTED BELOW. EFFECT OF PROMOTION SLOWDOWN UNDOUBTEDLY HAS A GREAT EFFECT ON THESE FIGURES.

CAREER SERVICES OF	NUMBERS OF PROMOTIONS BEFORE AND AFTER ONE GRADE POLICY			
	(1) TWO-GRADE POLICY	ONE-GRADE POLICY	(2) TWO-GRADE POLICY	ONE-GRADE POLICY (2)
DD/S	282	235	181	104
DD/P	112	111	132	63
DD/I	129	79	124	89
TOTAL	523	425	437	256

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(1) CY-58
(2) FY-60

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ARGUMENTS

2. IT WILL BE DIFFICULT TO MAKE MEANINGFUL DISTINCTIONS BETWEEN THE PERFORMANCE OF INDIVIDUALS COMPETING FOR ADVANCEMENT INTO GRADES GS-6, GS-8, AND GS-10.

3. THE SIGNIFICANCE OF PROMOTIONS AS OPPOSED TO STEP INCREASES WILL BE LOST UNDER THE SINGLE GRADE POLICY.

4. THE MORALE OF EMPLOYEES IN GRADES GS-6, GS-8 AND GS-10 WILL BE ADVERSELY AFFECTED BECAUSE OF THEIR "ODD BALL" GRADES WHEN THEIR JOBS ARE RATED AT A GRADE HIGHER.

5. SINCE OTHER AGENCIES DO NOT USE GRADES GS-6, GS-8 AND GS-10 IN PROFESSIONAL LINES OF WORK, CIA WILL BE AT A PSYCHOLOGICAL DISADVANTAGE IN RECRUITMENT.

6. THE USE OF MORE GRADES WITH LESS SIGNIFICANT CLASSIFICATION AND DOLLAR SPREAD IS CONTRARY TO CURRENT OBJECTIVES ON REVISED COMPENSATION PLANS, NAMELY: FEWER GRADES--GREATER PAY RANGE.

ALTERNATE COURSE OF ACTION

1. RETURN TO FORMER TWO-GRADE PROMOTION POLICY.
2. CONTINUE PRESENT POLICY OF SINGLE GRADE PROMOTION.
3. PERMIT CAREER SERVICES TO ESTABLISH THEIR OWN POLICY AS TO SINGLE OR DOUBLE GRADE PROMOTIONS.
4. ESTABLISH ONE GRADE PROGRESSION TO GS-9, FOLLOWED BY PROMOTION TO GS-11 AND SINGLE GRADE THEREAFTER.

2. WITH INDIVIDUALS DISTRIBUTED AMONG MORE GRADES, THE SIZE OF THE GROUPS COMPETING WILL BE SMALLER AND PROBABLY SIMPLIFY COMPETITIVE CONSIDERATIONS.

3. THE ATTACHMENT "COMPARATIVE ANALYSIS OF COMPENSATION RECEIVED UPON PROMOTION" POINTS OUT THAT SALARY INCREASES RECEIVED UNDER THE SINGLE GRADE POLICY HAVE AVERAGED TO BE ONLY EQUIVALENT OF TWO STEP INCREASES. ARGUMENT IS CONSIDERED VALID.

4. SOME INDICATIONS HAVE BEEN BROUGHT TO OUR ATTENTION OF EMPLOYEE DISSATISFACTION WITH THE POLICY. THIS MAY STEM FROM THE DEMONSTRATED FACT THAT TIME IN GRADE FOR THE ONE GRADE PROMOTION HAS NOT BEEN CHANGED IN PRACTICE FROM PREVIOUS TIME IN GRADE FOR A TWO GRADE ADVANCE.

5. POSSIBLY VALID. HOWEVER, SUCH INTERAGENCY COMPARISONS ARE SELDOM MEANINGFUL IN THE DD/P AREA. AGAIN THE RATE OF ADVANCE IS CONSIDERED MORE MEANINGFUL THAN THE NUMBER OF GRADES USED FROM THE PSYCHOLOGICAL STANDPOINT.

6. TRUE. HOWEVER, SUCH SYSTEMS PROVIDE MERIT INCREASE WITHIN THE GRADES WHICH CAN BE ACCOMMODATED ALTERNATELY BY MORE SINGLE GRADE PROMOTIONS.

1. CLANDESTINE SERVICES ARE ON RECORD AS FAVORING CONTINUANCE OF THE CURRENT ONE-GRADE PROMOTION POLICY. DD/I FAVORS RETURN TO TWO-GRADE POLICY. IF THE LATTER COURSE OF ACTION IS AGREED UPON, PERSONNEL PROMOTED UNDER THE ONE GRADE POLICY WILL HAVE TO BE RECONSIDERED FOR REPROMOTION BY AN ADDITIONAL GRADE OR INEQUITIES WILL RESULT IN THE RELATIVE STANDING OF THE PERSONNEL IN A CAREER SERVICE. THIS COURSE OF ACTION WOULD RETURN THE AGENCY TO GENERAL GOVERNMENT POLICY AND WOULD AVOID CHARGES OF DISCRIMINATION AGAINST YOUNGER AND LOWER PAID PERSONNEL.

2. ALTHOUGH DESIRED BY THE CLANDESTINE SERVICES, THE WEIGHT OF EVIDENCE APPEARS TO INDICATE THAT THE POLICY HAS NOT PROVED TO BE AS SUCCESSFUL ELSEWHERE IN THE AGENCY.

3. HAS THE DISADVANTAGE OF DISSIMILAR TREATMENT OF ADVANCEMENT IN DIFFERENT PARTS OF THE AGENCY AND COULD BE A CAUSE FOR CONTINUED MORALE PROBLEMS. THIS WOULD NOT NECESSARILY BE SO, HOWEVER, IF THE RATE OF ADVANCEMENT WAS CAREFULLY ESTABLISHED TO PROVIDE ESSENTIAL UNIFORMITY.

4. THIS ALTERNATE WOULD BE CONSISTENT WITH CSCS PANEL STRUCTURE (ONE GRADE PROMOTION IN PANEL D). IT WOULD RETAIN THE ADVANTAGES OF SINGLE GRADE PROMOTIONS IN LOWER RANGES FOUND TO EXIST IN THE JOTP AND IN OFFICES SUCH AS OCR. IT WOULD CONTINUE FLEXIBILITY IN IN-HIRING OF YOUNGER PERSONNEL THROUGH THE USE OF MORE GRADES TO EXPRESS LEVEL OF QUALIFICATIONS.

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C O N F I D E N T I A L

DDS
COMPARATIVE ANALYSIS OF COMPENSATION RECEIVED UPON PROMOTION*

Period	Grades	Difference In Base Rate	Average Increase Upon Promotion	Step Increase In Former Grade	Average Time In Grade	Average Increase If Promoted Two Grades
May 1959 to May 1960	GS-7 to GS-8	\$ 490	\$310	\$150	20.2	\$825
	GS-9 to GS-10	520	276	150	25.0	801
May 1958 to May 1959	GS-7 to GS-9	1,005	769	150	19.0	---
	GS-9 to GS-11	1,045	767	150	23.0	---

*SAMPLE JOB TITLES:
Investigator
Personnel Security Officer
Physical Security Officer
Security Officer
Budget Officer
Visual Information Specialist
Psychologist (Assessment)
Business Accountant
Adm Officer
Illustrator
Adm Assistant
Fiscal Accounts Assistant

CSCS
COMPARATIVE ANALYSIS OF COMPENSATION RECEIVED UPON PROMOTION*

Period	Grades	Difference In Base Rate	Average Increase Upon Promotion	Step Increase In Former Grade	Average Time In Grade	Average Increase If Promoted Two Grades
May 1959 to May 1960	GS-7-8 GS-9-10	\$ 490 520	\$279 272	\$150 150	24.4 27.2	\$725 667
May 1958 to May 1959	GS-7-9 GS-9-11	1,005 1,045	738 735	150 150	26.9 29.6	--- ---

*SAMPLE JOB TITLES:
Operations Officer
Reports Officer
Intelligence Analyst

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S E C R E T

DDI
COMPARATIVE ANALYSIS OF COMPENSATION RECEIVED UPON PROMOTION*

Period	Grades	Difference In Base Rate	Average Increase Upon Promotion	Step Increase In Former Grade	Average Time In Grade	Average Increase If Promoted Two Grades
May 1959 to May 1960	GS-7 to GS-8	\$ 490	\$322	\$150	17.4	\$833
	GS-9 to GS-10	520	301	150	21.0	826
May 1958 to May 1959	GS-7 to GS-9	1,005	780	150	13.1	---
	GS-9 to GS-11	1,045	836	150	19.8	---

SAMPLE JOB TITLES:

Intelligence Officer
Photo Intelligence Officer
IO Material Economist
Intelligence Analyst
Info Specialist [REDACTED]
Geographer
IO (Cartographer)
Biographic Analyst
Document Analyst

25X1A

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